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Chair: Mr. Berger ..... (Germany)
Vice-Chair of the Advisory Committee on Administrative and Budgetary Questions: Mr. Ruiz Massieu

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The meeting was called to order at 10.10 a.m.

Expression of sympathy on the death of Brazilian architect Oscar Niemeyer

1. **The Chair** expressed his condolences to the delegation of Brazil for the death on 5 December 2012 of Brazilian architect Oscar Niemeyer, who had played an important role in the Organization's history as one of the lead architects of the United Nations complex in New York.

Agenda item 139: Administrative and budgetary coordination of the United Nations with the specialized agencies and the International Atomic Energy Agency (*continued*) (A/67/215)

2. **The Chair** said he took it that the Committee agreed that the Secretariat should prepare a draft decision whereby the Committee would recommend to the General Assembly that it should take note of the note by the Secretary-General transmitting the statistical report of the United Nations System Chief Executives Board for Coordination on the budgetary and financial situation of the organizations of the United Nations system (A/67/215).

3. *It was so decided.*

4. **The Chair** said that action on the draft decision, to be issued as document A/C.5/67/L.3, would be taken at a future date.

Agenda item 129: Review of the efficiency of the administrative and financial functioning of the United Nations (*continued*)

Civilian capacity in the aftermath of conflict (A/67/312-S/2012/645 and A/67/583)

5. **Ms. Cliffe** (Special Adviser and Assistant Secretary-General for Civilian Capacities), introducing the report of the Secretary-General on civilian capacity in the aftermath of conflict (A/67/312/-S/2012/645), said that the report had been prepared in response to General Assembly resolution 66/255, which called for the United Nations to broaden and deepen the pool of civilian expertise for peacebuilding, including from countries with experience in post-conflict peacebuilding or democratic transition. In the General Assembly, the Peacebuilding Commission, the Economic and Social Council and the Security Council, Member States had emphasized the central importance of national ownership and national capacity-building for sustainable peace.

6. Building national institutional capacity in order to ensure inclusive political participation, security, justice and economic and social opportunities was an immediate and urgent challenge for countries seeking to consolidate peace on the ground; that had been the case in post-conflict countries such as Liberia, South Sudan, Côte d'Ivoire and Timor-Leste, and, more recently, in countries such as Libya, Myanmar, Somalia and Yemen, which were experiencing political transitions. There was no universal model for capacity development that could be imposed from the outside; countries rightly insisted that the timely and sustained assistance needed to complete transition processes must be aligned with their national priorities and must include exchanges with other countries that had had similar experiences. With its political and peacekeeping missions, its humanitarian, human rights and development assistance programmes and its global experience, the United Nations was well positioned to support nationally owned institution-building and facilitate the exchange of experiences between Member States.

7. It was important to note, however, that United Nations programmes, like other multilateral and bilateral assistance initiatives, did not always assemble the right skills and coherent financial support to meet national institution-building requirements in a timely and effective way. The role played by regional institutions, the international financial institutions and bilateral donors should also be taken into account. For example, the African Union and the League of Arab States were launching their own civilian capacity initiatives and had proposed partnerships with the United Nations.

8. The civilian capacity initiative aimed to better equip the Organization to respond to national institution-building requirements in the aftermath of conflict or crisis. Its scope covered the five critical capacity gaps identified by the Senior Advisory Group for the Review of International Civilian Capacities: safety and security, justice, inclusive political processes, core government functionality and economic revitalization. The initiative also encompassed the actions of Secretariat departments, agencies, funds and programmes that dealt with post-conflict and post-crisis situations and, in line with General Assembly resolution 66/255, sought to establish partnerships with

Member States and multilateral institutions to consolidate expertise.

9. Benchmarks included the development of transparent guidance on the responsibilities and accountabilities of United Nations global focal points in each of the five gap areas; a working platform for partnerships with Member States to draw on their expertise; and improved tools for giving the United Nations system access to such expertise. Given that building national institutions was a generational endeavour, benchmarks had not been set for institutional outcomes in all post-conflict or post-crisis countries. However, in order to ensure that actions at Headquarters were linked to country-level results, in 2012 the initiative would seek to identify four to five examples of assistance provided in support of national priorities. Activities aimed at achieving benchmarks were piloted before any large-scale implementation took place. For example, with respect to the goal of achieving financial and managerial agility in the Organization, efforts were being made to use the existing regulatory framework to strengthen responsiveness to national institution-building, before any significant changes to policy or procedures were considered. In addition, the Secretariat was working with Member States to pilot-test CAPMATCH, an online platform for identifying sources of expertise, before making any proposals for the launch, location and resourcing of the platform.

10. The initiative's governance arrangements, including its steering committee, reflected the cross-cutting nature of civilian capacities. Efforts to strengthen integrated missions and "one UN" approaches had been motivated in part by the fact that support for post-crisis institution-building was often a part of both Security Council mandates and the mandates of United Nations agencies, funds and programmes. The Secretary-General's report covered a number of individual reforms proposed for consideration by the General Assembly, including with respect to Field Service staff and procurement, which had an impact on the effectiveness of civilian capacity support but remained under the leadership of their respective departments. That approach aimed to increase organizational coherence and avoid duplication.

11. National ownership was at the heart of the civilian capacity initiative. Headquarters was working with United Nations missions and country teams to support national prioritization processes in countries including Liberia, Côte d'Ivoire, Libya and Timor-Leste. Those efforts had raised important questions concerning the phasing of planning to support national decision-making processes, and the integrated mission planning process had been amended accordingly. Country-level engagement had highlighted a number of ways in which the United Nations system could be more adaptive to local contexts, draw on South-South exchanges and better coordinate capacity-building initiatives; those lessons were being shaped into principles and guidelines by an inter-agency working group led by the United Nations Development Programme (UNDP). In addition, a review of the Field Service category of staff would examine the feasibility of nationalizing Field Service posts; the associated training and mentoring activities were expected to contribute to national capacity-building in the longer term.

12. In line with resolution 66/255, broader and deeper networks of capacity providers were being developed, including through the online platform CAPMATCH, which provided a simple mechanism to connect those seeking experience and capacity with potential providers. Outreach to Member States in the global South had been a particular priority during the pilot phase of CAPMATCH, which had been launched in September 2012; over half of the Government organizations registered were based in the global South. By supporting Member States in documenting their experiences, the platform offered a way to enhance the identification of needed capacities and to diversify approaches to successful institution-building for conflict prevention and recovery.

13. CAPMATCH was not a recruitment site or a roster of experts, nor did it affect established United Nations staffing procedures. Rather, it was an informational tool to increase outreach to Member States and to other organizations. The system included vetting mechanisms to ensure that participating Government entities were bona fide and to exercise the same due diligence with regard to non-governmental participation as did the Economic and Social Council. She would welcome views from Member States concerning ways in which participating entities could strengthen quality assurance of the capacities provided.

14. The platform supported national ownership by including mechanisms for the provision of feedback by governmental authorities receiving assistance. In

addition, it enabled direct input of priorities by national Governments and United Nations missions or country teams. Governments could also request the provision of additional capacities to coordinate aid and ensure that it was aligned with national priorities.

15. She affirmed that enhancing the Organization's financial and managerial agility while ensuring accountability for decisions made in the field could be achieved within the current regulatory framework. Resource management in field operations must be flexible, given that mission budgets were initially prepared when knowledge of local capacities was limited and that needs often changed as Governments in post-conflict settings began to shape their national priorities. To support the flexible approach, senior mission leaders were trained to be fully aware of the procedures for resource management in the field, including redeployment. In addition, emphasis was placed on finding and deploying appropriate expertise. While deployment through the staff selection system would remain the primary mode of equipping missions with civilian expertise, several measures to broaden the pool of relevant expertise and deploy it more effectively were proposed or under way.

16. Specifically, a proposal for the establishment of an emergency staff deployment facility, consisting of cleared and trained experts, would be developed by the Office of Human Resources Management and presented to the General Assembly. In addition, the CAPMATCH platform would constitute an important tool for tapping the experience of Member States, as would the use of Government-provided personnel with the legal status of experts on mission. Over 80 per cent of the approximately 405 Government-provided civilian experts currently deployed were from countries of the global South. The Secretariat was preparing guidelines to ensure the clear and consistent application of the criteria for using such personnel, including the selection process and the terms and conditions of service. Furthermore, the Office of Human Resources Management was developing a central database of consultants to better solicit expertise on a global basis. There was also a proposal to draw on the expertise identified by entities that had developed rosters of experts who could address post-conflict civilian capacity needs.

17. The civilian capacity initiative aimed to develop a close partnership between Member States and the United Nations Secretariat, agencies, funds and programmes in approving and implementing capacity-building measures and in developing innovative approaches to support national institution-building in the aftermath of conflict and crisis. Useful lessons were emerging from the regional consultations held in Africa, Asia and among Arab States, from country-level engagement and from discussions with regional organizations. A collaborative spirit would be required in order to ensure appropriate governance and improved United Nations responsiveness to post-crisis and post-conflict situations.

18. **Mr. Ruiz Massieu** (Vice-Chair of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee (A/67/583), said that the report offered preliminary advice solely on the administrative and budgetary implications of the civilian capacity initiative, given that, as stipulated in General Assembly resolution 66/255, the Secretary-General's report would be considered in various other intergovernmental forums. The different elements described in the Secretary-General's report remained largely conceptual in nature; an account of their precise programmatic, administrative or budgetary implications had yet to be elaborated.

19. A more precise articulation of the desired end-state was needed, along with a clearer set of timelines, activities and deliverables, and a more precise identification of those entities to be held responsible and accountable for delivering the expected outcomes. The Secretary-General had not clearly defined the scope of the initiative or made clear linkages with actions or aspects that were already under way within other work streams or reform initiatives. In that regard, the Advisory Committee recommended that careful attention should be paid to whether the enhancement of existing organizational structures or resources would be needed in order to achieve the initiative's long-term goals. There was also a need to avoid overlap or duplication with existing Secretariat or common system structures.

20. In its report, the Advisory Committee made observations on the three main elements of the initiative, as described by the Secretary-General: national ownership; partnerships and expertise; and financial and managerial agility. With regard to partnerships, the Advisory Committee had some concerns about the limited nature of the procedures used to vet organizations participating in the online

CAPMATCH platform and looked forward to receiving specific proposals on ways of mitigating exposure to risks through the application of suitable controls. In addition, it believed that a full-fledged proposal on the platform's servicing and resource requirements was needed, along with performance and development benchmarks.

21. Regarding the Secretary-General's proposals to improve the financial flexibility of field missions, the Advisory Committee emphasized the importance of striking an appropriate balance between the authority provided to heads of mission and the requisite budgetary discipline and control. Concerning the Secretary-General's intention to make further use of Government-provided personnel for time-limited, specialized functions not readily available within the Secretariat, he noted that the General Assembly had already sought greater clarity concerning the applicable criteria for determining the use of such personnel. The Advisory Committee was of the view that the guidance currently under development should specify how such personnel differed from type II gratis personnel and other sources of civilian capacity. Lastly, the Advisory Committee required detailed elaboration of the proposed emergency staff deployment facility before it could comment on the proposal.

22. **Mr. Mihoubi** (Algeria), speaking on behalf of the Group of 77 and China, said that the Group strongly supported the Secretary-General's civilian capacity initiative and the goal of improving the Organization's ability to provide support to countries in conflict and post-conflict situations; that process should seek to strengthen and support national ownership by the affected countries. Building national capacity in priority areas such as safety and security, justice, inclusive political processes, core Government functionality and economic revitalization was crucial for attaining sustainable peace and development. In that regard, the Group supported efforts to make the initiative more practical, effective, transparent and accountable.

23. The Group noted that, as stipulated in resolution 66/255, the Secretary-General's report would also be discussed by the plenary General Assembly, the Special Committee on Peacekeeping Operations and the Peacebuilding Commission. Nevertheless, the Fifth Committee would continue to play a key role in reviewing the many administrative and budgetary implications of the initiative.

24. The Group supported the Advisory Committee's recommendations on the need to develop the initiative in practical terms, as many elements were still at the conceptual stage. In that regard, the Group looked forward to receiving from the Secretary-General additional proposals related to budgetary and administrative aspects of the initiative, in particular proposals for a broad framework for South-South and triangular cooperation in support of peacebuilding objectives, including through the contribution of civilian expertise to United Nations missions. Lastly, the Secretariat should ensure transparency and accountability at every stage of the review of civilian capacity.

25. **Ms. Power** (Observer for the European Union), speaking also on behalf of the acceding country Croatia; the candidate countries Iceland, Montenegro, Serbia and the former Yugoslav Republic of Macedonia; the stabilization and association process country Bosnia and Herzegovina; and, in addition, Georgia, the Republic of Moldova and Ukraine, expressed strong support for the basic principles of the civilian capacity initiative and appreciation for the consultative approach taken by the Secretariat in developing and promoting it. She encouraged the Secretary-General to continue to broaden and deepen the pool of civilian experts that could support the immediate capacity development needs of countries emerging from conflict.

26. Recalling that several other intergovernmental bodies, including the Special Committee on Peacekeeping Operations, would be considering the Secretary-General's report following the deliberations of the Fifth Committee, she noted that the European Union would be prepared to discuss any administrative and budgetary implications resulting from the deliberations of those bodies during the sixty-seventh session of the General Assembly.

27. **Mr. Sheck** (Canada), speaking also on behalf of Australia and New Zealand, said that Canada and Indonesia served as co-chairs of the consultative group of Member States on civilian capacities, a forum which had provided a valuable opportunity to focus on improving international support for peacebuilding.

28. The international community must do better in supporting States recovering from conflict or managing political transitions. Australia, Canada and New Zealand supported the emphasis placed on national

ownership — an important but neglected aspect of peacebuilding — throughout the development and implementation of the civilian capacity initiative. That approach had ensured, for example, that the United Nations Support Mission in Libya (UNSMIL) was able to adapt its efforts to reflect national priorities and respond more effectively to realities on the ground.

29. Timely access to the right expertise to support nationally owned development and reform institutions needed to deliver tangible peace dividends and provide security, justice and economic opportunity was critical. The United Nations had a role to play in that regard, specifically by supporting the development of networks and partnerships that could provide quick and efficient access to specialized civilian expertise. The work under way in Liberia to improve support for national institution-building in the justice and security sectors was proof of how a more responsive and nimble United Nations system could help to fill critical gaps in post-conflict support. The international community should focus on achieving measurable results on the ground in post-conflict and transitional settings through the effective and efficient use of available resources, while avoiding the duplication of processes.

30. The delegations of Australia, Canada and New Zealand were pleased to note that the Secretary-General's report stressed the need to leverage and nurture the development of national capacity across the global South, including through South-South and triangular cooperation. Action in that area had the potential to strengthen the supply of expertise tailored to the demands of specific situations in a sustainable and cost-effective manner. In that regard, the support offered by several African States for security system reform in Côte d'Ivoire was welcome. The civilian capacity initiative as a whole, which had been developed in a transparent and consultative manner, encompassed a series of practical measures for improving the options available to both the United Nations and the broader international community.

31. **Mr. Dettling** (Switzerland), speaking also on behalf of Liechtenstein, commended the Secretary-General for the progress achieved in the area of civilian capacity in the aftermath of conflict and for the transparent and inclusive approach taken to implement the initiative, which was among the most important under way in the United Nations system.

32. He shared the Advisory Committee's view that many of the elements described in the Secretary-General's report were conceptual in nature and did not outline precise programmatic, administrative or budgetary implications. The role of the Fifth Committee would become more important as those aspects were defined in more concrete terms; Switzerland and Liechtenstein stood ready to engage in any such future deliberations.

33. The two States attached particular importance to a systematic and coordinated approach, as complex peacebuilding environments required partnerships outside the sphere of the United Nations. Responsibility for civilian capacity should be shared with other stakeholders, with the nationally owned institution-building process remaining the major priority. The recent launch of the CAPMATCH platform was a welcome development, as the simple and flexible system had the potential to facilitate and enhance South-South cooperation, initiate changes in the approach taken by the global North and the donor community, and facilitate communication between the providers and recipients of civilian capacities. Updates on the progress made on the project would be welcome.

34. Financial and managerial arrangements should be sufficiently responsive to quickly evolving post-conflict settings and should allow for the timely and flexible provision of civilian capacities based on the needs on the ground. He drew attention to the Advisory Committee's call for an appropriate balance between the current delegated authority and requisite budgetary discipline, accountability and internal control, adding that a certain degree of flexibility was also necessary to respond to changing needs.

35. In order to realize the vision of strengthened national ownership and improved support for national institution-building, it was necessary to develop a broader pool of civilian capacity that could be mobilized as required. While the overall scope of the project and its links with other initiatives would need to be more clearly defined, the two delegations were pleased at the progress made to date and looked forward to seeing the initiative take shape.

36. **Mr. Haniff** (Malaysia) said that his delegation supported the effective implementation of the civilian capacity initiative, which offered States the possibility of sustainable recovery from conflict. Malaysia had

been an active participant in international security and peacebuilding initiatives, as evidenced by the Malaysian Technical Cooperation Programme, which was part of a capacity-building programme for South-South cooperation, and the State's participation in the Guinea configuration of the Peacebuilding Commission. In addition, Malaysia, together with its partners Indonesia, Brunei Darussalam, Libya, Norway, the European Union and Japan, had been facilitating efforts to reach a lasting solution to the internal conflict in Mindanao, southern Philippines, through support for programmes to develop human capital and foster socioeconomic activities.

37. His delegation hoped that the administrative and financial aspects of the civilian capacity initiative, as well as specific proposals on strengthening national ownership and enhancing opportunities for local procurement among developing countries, would be further developed. It concurred with the Advisory Committee's recommendation that careful attention should be paid to how the civilian capacity initiative would be achieved in the long term, including whether enhancement of existing organizational structures and allocation of appropriate resources would be required. Malaysia would continue to advocate the provision of adequate funding for the civilian capacity initiative. His delegation was encouraged by the efforts made within the Secretariat and throughout the United Nations system to ensure a proper degree of oversight, minimize duplication and ensure the consistency and complementarity of activities.

38. The Fifth Committee had a vital role to play in reviewing the civilian capacity initiative. It would be important to ensure consistency in the recommendations offered by the different intergovernmental bodies that would be considering the Secretary-General's report. His delegation looked forward to receiving more comprehensive reports on the initiative, which should include details on networks of expertise, funding for national institution-building, accountability planning and access to capacities. The full cost implications and timeline for the initiative's implementation should be clearly presented.

39. **Mr. Onuma** (Japan) said that his Government supported the civilian capacity initiative, which allowed post-conflict countries to widen the pool of civilian expertise and facilitate rapid and efficient deployment of capacities. Japan also welcomed the launch of the CAPMATCH platform, as it would help to build partnerships in support of post-conflict recovery, democratic transition and conflict prevention, whether through bilateral initiatives or through a United Nations presence on the ground. The Fifth Committee could contribute to the further development of that cross-cutting initiative through its deliberations on the administrative and budgetary aspects of the project, including the issues raised by the Advisory Committee in its report (A/67/583), in particular the need to prepare guidance on the responsibilities of the United Nations system global focal points, create flexibility in terms of changing the mix of civilian capacity and further develop the proposal for an emergency staff deployment facility.

40. **Mr. Khan** (Pakistan) said that his delegation supported the civilian capacity initiative, in particular the emphasis placed on promoting national ownership, working with global partnerships, utilizing expertise in priority areas and improving organizational agility and adaptability. The Secretary-General's report rightly emphasized the need to work more closely with host communities, regional organizations and civil society.

41. The mandates of the General Assembly must be implemented in order to build effective capacities for post-conflict situations. Specifically, intergovernmental engagement with Member States would facilitate the broad acceptance and credibility of the civilian capacity initiative. Efforts should also be made to identify civilian capacities at the local level. As recommended by the Senior Advisory Group, building civilian capacities should be a resource-neutral exercise and should not replace key peacekeeping functions or be developed at the expense of peacekeeping resources. Efforts to build civilian capacities should supplement any existing peacebuilding structures, such as the peacekeeping missions in Liberia and the Democratic Republic of the Congo, rather than create parallel ones.

42. As the initiative was further developed, the Fifth Committee should be presented with precise and complete accounts of the programmatic, administrative and financial implications. In that regard, his delegation looked forward to receiving the Secretary-General's detailed and concrete proposals on an end-state vision and on project benchmarks, organizational linkages, scope, monitoring, oversight, planning and budgeting. Further clarification was needed regarding the proposed emergency staff deployment facility in order for the Committee to assess its impact on the

broader framework of human resources management, in particular on the proposed mobility and career development framework, the roster-based recruitment mechanism and the role played by central review bodies.

43. **Mr.** Manjeev **Puri** (India) said that he concurred with the statement made by the representative of Pakistan. In the transition from conflict to peace, Governments faced challenges in governance, basic services and public administration. National civilian capacities were critical in post-conflict situations and should have United Nations support. The strengthening of such capacities should not, however, be an alternative to peacekeeping and peacebuilding, but should be incorporated into the framework of those activities. Moreover, there should be no dilution of the resources for peacekeeping, which was the Organization's central activity in the service of international peace and security.

44. Discussion of the Secretary-General's proposals not only in the Fifth Committee but also in the Special Committee on Peacekeeping Operations would ensure an inclusive and productive outcome. It was necessary to adhere strictly to the established budgetary and recruitment processes, and transparency, fairness and the judicious use of resources were priorities. While voluntary funding had been useful during the start-up phase of initiatives, they should in due course become part of the regular budget process. Calls for flexibility were understandable, but it was also important to adhere to, and to improve, processes that had served the Organization well for six decades.

45. The discussion of civilian capacities should now move from the conceptual to the programmatic phase and details should be provided to the Member States in an intergovernmental forum. The civilian capacity initiative should be incorporated into the structure of the Organization in order to ensure that budgetary processes were followed and due diligence was performed when dealing with non-governmental organizations; at the same time, duplication should be avoided. Outreach to the countries of the global South, which had particular expertise in civilian capacities, should be accorded high priority.

46. **Ms. Takahashi** (Norway) said that the United Nations must seek partnerships and strengthen its cooperation with institutions, particularly in the global South, in order to deliver in a timely manner on increasingly complex mandates. The Secretary-General's report (A/67/312-S/2012/645) highlighted that countries affected by conflict or crisis were particularly eager to learn from others that had had similar experiences. She welcomed the launching of CAPMATCH, which would match resources and capacity providers with those who needed them. The examples from the field cited in the report illustrated the tangible results that could be achieved through the civilian capacity initiative.

47. Triangular cooperation could be particularly useful; her Government supported several civilian capacity rosters and had found that the contribution of participants from the South was essential. She was pleased to see that that philosophy and the concept of national ownership were at the core of the current initiative. The Organization's impact on the ground derived not only from United Nations system entities but also from all of its partnerships, the capacity it found locally and the capacity it was able to put in place. It was encouraging that the Organization was already finding ways of working better with relevant expertise in complex missions. The discussion of civilian capacity should continue in all relevant intergovernmental forums in a sensible sequence. Much could be done without incurring administrative and budgetary implications; when such implications did arise, she looked forward to discussing them in the Fifth Committee.

48. **Mr. Sasongko** (Indonesia) said that his delegation had played an active role in the process leading to the adoption of General Assembly resolution 66/255. In March 2012 his Government, in partnership with Norway and with the support of the United Nations civilian capacity team, had held the first regional consultation on strengthening partnership for civilian capacity in the aftermath of conflict. While he took note of the progress described in the Secretary-General's report, he shared the view of the Advisory Committee that many of the elements described were conceptual in nature and that a more detailed proposal on the civilian capacity initiative was needed, including its programmatic, administrative and budgetary implications. The proposal should include, inter alia, details about the CAPMATCH initiative, the mobilization of funding and expertise for national institution-building, and access to capacities, particularly through the use of Government-provided personnel or civilian staff.

49. Through CAPMATCH, Indonesia had provided information on available capacity in the areas of government functions, economic revitalization and security. Transparency and equal opportunity were essential in enabling countries from the South and those that had experienced a transition to democracy to contribute to national capacity-building in countries emerging from conflict.

50. Comprehensive and inclusive consultations among Member States and other stakeholders could provide useful insights and would remain crucial to the further development of the civilian capacity initiative.

51. **Mr. Lieberman** (United States of America) said that the review of civilian capacity was a cross-cutting issue that fell within the purview of many intergovernmental bodies. The plenary General Assembly should discuss the matter in order to frame the overall consideration of the issue in advance of more detailed discussions by other bodies. The Assembly's guidance should take the form of a single outcome document negotiated before the end of the sixty-seventh session that took into account the recommendations of the relevant subsidiary bodies.

52. His delegation was encouraged by the measures taken to improve and expedite the Organization's response to peacebuilding requirements in the aftermath of conflict. The Secretariat should make full use of the tools at its disposal to ensure the timely deployment of the requisite capacities, including those drawn from the global South.

53. As the Advisory Committee had noted, the Secretary-General's report was conceptual in nature, outlining progress in the civilian capacity initiative and previewing a number of proposals that would be presented to the Assembly in the future; the Secretary-General should outline the administrative and budgetary implications when presenting those proposals.

54. **Mr. Yoo** Dae Jong (Republic of Korea) said that stable peace and sustainable development in post-conflict countries could be achieved only when the people played a leading role in rebuilding their society; that effort in turn relied on adequate civilian capacities. The initiative under consideration could help address the needs of post-conflict countries by mobilizing the civilian capacities and tools available within the United Nations system in a responsive and timely manner, thereby rendering the Organization's support to those countries more coherent and coordinated.

55. He looked forward to receiving specific proposals on administrative matters, budgetary implications, the end-state vision, organizational linkages and project governance. Discussion of the policy aspects should take place as soon as possible in the relevant forums, including the plenary General Assembly.

56. **Mr. Kalugin** (Russian Federation) said that, while the United Nations should provide support to post-conflict countries, there should be a clear delineation of responsibilities for such support. The Secretary-General's proposals on the development of civilian capacities were lacking in justification and detail, and the administrative and budgetary aspects raised numerous questions. Priority should be given to monitoring the activities of staff sent to post-conflict countries under existing mandates. Care should also be taken to uphold the Organization's high standards for such staff and the administrative rules on their deployment and functions.

57. His delegation wished to receive further information about the purpose of the global focal points and their potential for improving accountability. The CAPMATCH platform should be further developed to ensure that it met the Organization's guidelines and requirements for recruitment. Such systems should not be deployed without full consideration of their implications and the approval of Member States.

58. His delegation was also concerned at the proposal to expand the authority of heads of mission over the use and allocation of resources, which was contrary to the basic principles of results-based budgeting, and to modify the mission procurement system. Those initiatives could lead to decreased transparency and accountability and increased expenditure. In addition, the potential duplication of functions and tasks, including in the funds and programmes, required further analysis.

59. His delegation recognized the importance of developing civilian capacity and would engage in constructive discussions of the proposed initiatives. He recalled, however, the observation of the Board of Auditors that all of the Secretariat's recent large-scale projects shared a major shortcoming: the lack of an end-state vision and a clear implementation plan, including an accurate estimate of the budgetary implications.

60. **Ms. Goicochea Estenoz** (Cuba) said that her delegation was concerned that the term "fragile States" — a term that had not been approved by intergovernmental bodies — appeared in the Secretary-General's report (A/67/312-S/2012/645); reports produced by the Secretariat should not contain terms that did not enjoy consensus among Member States. Similarly, initiatives and activities involving South-South cooperation should take place within the parameters established by the General Assembly. Such initiatives should begin with guidance from the Assembly and should be developed through an inclusive process with intergovernmental approval. She reiterated that the Fifth Committee was the sole Main Committee with responsibility for administrative and budgetary questions, including those related to the initiative under consideration.

61. The development of the initiative, including the implementation of CAPMATCH, should derive from an inclusive intergovernmental process. Moreover, NGOs that participated in the platform should have consultative status with the Economic and Social Council. The flexibility indicated by the Advisory Committee in paragraph 23 of its report (A/67/583) — in which it referred to completion of a questionnaire by non-affiliated NGOs — was a matter of concern that should be examined by the Fifth Committee.

62. Any delegation of authority should be accompanied by a robust accountability mechanism. The proposal also called for budgetary flexibility. While her delegation agreed that missions should be provided with the necessary support for their functioning, including during the first year, the framework for such flexibility should be approved in advance by the Assembly with due regard for the Financial Regulations and Rules.

63. Noting that the initiative was currently in the conceptual phase, she emphasized that the views of Member States should be taken into account as it was developed further.

64. **Ms. Cliffe** (Special Adviser and Assistant Secretary-General for Civilian Capacities), responding to comments by delegations, said that the focus on national ownership and building national capacities in post-conflict countries would remain central to the initiative. Seeking the best mechanisms for identifying capacities had been a cornerstone of her outreach efforts, particularly to countries of the global South. The assistance of civilian capacities should be complementary to, not a substitute for, peacekeeping efforts, which provided societies with the requisite security and opportunity to pursue the capacity-building and reform processes that would prevent conflict from recurring.

65. Delegations had noted that the Secretary-General's report addressed both practical and conceptual aspects of the initiative. There had been discussions of how to develop the project further in such a way as to benefit from the experience of countries of the global South, develop the CAPMATCH platform and leverage South-South and triangular frameworks. She looked forward to hearing Member States' proposals on various aspects of the initiative.

66. The initiative would be strengthened by discussion not only in the Fifth Committee, but also in the Special Committee on Peacekeeping Operations, the Peacebuilding Commission and the General Assembly. She acknowledged that it should be developed within existing structures and that duplication of tasks should be avoided. For that reason, her team worked through integrated mission processes and country teams when engaging with States so as to reinforce rather than duplicate assistance efforts. The civilian capacity team also worked with various departments at Headquarters to ensure the coherence of their efforts in respect of civilian capacity development. She would consult closely with Member States as the work progressed.

Agenda item 130: Programme budget for the biennium 2012-2013 (*continued*)

Organizational resilience management system: emergency management framework (A/67/83 and Add.1, A/67/266 and A/67/608)

67. **Mr. Sach** (Assistant Secretary-General for Central Support Services), introducing the Secretary-General's report on the organizational resilience management system: emergency management framework (A/67/266), said that it detailed progress made towards the implementation of the organizational resilience management system at Headquarters in New York and the introduction of the framework in offices away from Headquarters and in field missions. It also described a strategy for the extension of the framework to the specialized agencies, funds and programmes of the United Nations system.

68. Solid progress had been made in the implementation of the system in the Secretariat. The programme cycle had been completed under the leadership of the Department of Safety and Security and the Department of Management. In addition, the Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs had begun rolling out the system in the field on a pilot basis. Implementation had begun at the United Nations Offices at Geneva and Nairobi, and it was expected that all Secretariat locations and field missions would initiate implementation in 2013.

69. Despite the progress made, the initiative must be institutionalized in order to continue efficiently. The vision was to embed a culture of integrated emergency management across the Secretariat and the United Nations system. If the Assembly approved the proposed arrangements, that vision would be achieved by building on the work performed by partner departments and agencies. The Assembly was therefore requested to approve the proposed framework for the organizational resilience management system, which would be implemented using existing resources.

70. **Mr. Ruiz Massieu** (Vice-Chair of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee (A/67/608), said that the report provided an overview of the framework, the methodology used to implement the organizational resilience management system at the United Nations and the key players involved. The United Nations Operations and Crisis Centre, which was soon to become operational, would be part of the system. The Advisory Committee had made recommendations on the use of performance indicators to measure the impact of the system.

71. On the question of cost, the Advisory Committee had been informed that the system had been and would continue to be implemented using existing resources. Nevertheless, the actual cost of the initiative should be documented. Accordingly, the Advisory Committee recommended that the General Assembly should request the Secretary-General to provide a detailed accounting of the cost of the system in his next report.

72. During the Advisory Committee's consideration of the Secretary-General's report, Hurricane Sandy had hit the New York area. The Advisory Committee's comments on the Organization's response to the storm were set out in paragraphs 26 to 30 of its report. In particular, it stressed the importance of ensuring that Member States and staff received updated information in the event of emergencies affecting the United Nations. The Advisory Committee welcomed the convening of a senior-level task force to examine the lessons learned and recommended that the General Assembly should request the Secretary-General to submit to it, at the first part of its resumed sixty-seventh session, a report on the outcome of the work of the task force, including proposals to address any shortcomings identified.

73. The Advisory Committee had no objection to the course of action proposed by the Secretary-General, namely, that the Assembly should approve the organizational resilience management system approach as the emergency management framework. It recommended that the Assembly should request the Secretary-General to submit to it, at its sixty-eighth session, a progress report on the implementation of the system.

74. **Mr. Posta** (Joint Inspection Unit), introducing the report of the Joint Inspection Unit on business continuity in the United Nations system (A/67/83), said that it reviewed the lessons learned from events that had interrupted operations in 2011, such as the earthquake in Santiago, the Arab Spring and the floods in Copenhagen. It provided an overview of business continuity strategies, policies and plans; experiences and best practices; coordination mechanisms among United Nations system organizations; and the functioning and staffing of business continuity units. The major finding of the report was that the overall level of business continuity preparedness was well below international standards. Only a handful of organizations had started comprehensive implementation. Senior management had no understanding of the importance of business continuity, leading to inadequate political and financial support from Member States. Even after major interruptions had occurred, priority had not been given to drawing on lessons learned when allocating resources for the future.

75. Weaknesses included the handling of business continuity elements in isolation rather than holistically; a lack of criteria for prioritizing critical functions and staff, and consequently a large number of activities that were deemed critical; and unrealistically short recovery time objectives, particularly in respect of activities that

depended on information and communication technologies. In order to improve the low level of business continuity management, strong senior leadership commitment and support by the Member States were required. Dedicated human and financial resources should be allocated, business continuity policies, strategies and plans should be developed, and responsibility for their implementation should be assigned.

76. Most organizations lacked the human and financial resources at headquarters to provide adequate technical guidance to field offices. Furthermore, United Nations entities in the field did not cooperate closely on the issue although they faced many of the same risks. It was therefore recommended that business continuity plans should have an organization-wide scope, and an overview and control mechanism should be put in place to ensure coherence and interoperability. Resident coordinators should oversee knowledge sharing, cooperation and the complementarity of business continuity preparedness of the organizations at their duty stations.

77. Insufficient assignment of responsibility and lack of accountability were detrimental to successful implementation. Business continuity tasks should therefore be included in the job descriptions and performance evaluations of managers and business continuity coordinators. Training should be incorporated into staff development and induction courses and periodic training should be provided to critical staff. To achieve economies of scale through mutual backups and a common approach to business continuity, there should be system-wide discussion of business continuity plans and exchange of knowledge and expertise within the High-level Committee on Management and the United Nations System Chief Executives Board for Coordination (CEB).

78. Without adequate financial and human resources to sustain business continuity plans once they had been developed and approved, those plans would become outdated. The legislative bodies of United Nations system organizations should therefore provide proper resources, based on the budget proposals of the executive heads.

79. **Mr. Samatar** (United Nations System Chief Executives Board for Coordination), introducing the note by the Secretary-General (A/67/83/Add.1) transmitting his comments and those of CEB on the Joint Inspection Unit report on business continuity in the United Nations system, said that the organizations of the United Nations system recognized the need to manage the impact of adverse events, including through business continuity planning. They generally supported the Joint Inspection Unit's recommendations and appreciated the lessons learned and best practices outlined in its report (A/67/83). Some organizations had indicated that they had already implemented many of the recommendations or were developing business continuity policies and strategies. While some agencies had minor reservations about some of the recommendations, they were of the view that the Joint Inspection Unit's report would serve as a useful guide in the further development of a crucial capability.

80. **Mr. Presutti** (Observer for the European Union), speaking also on behalf of the acceding country Croatia; the candidate countries Iceland, Montenegro, Serbia, the former Yugoslav Republic of Macedonia and Turkey; the stabilization and association process countries Albania and Bosnia and Herzegovina; and, in addition, Georgia, the Republic of Moldova and Ukraine, said that the States members of the European Union supported the approval of the organizational resilience management system as the emergency management framework and welcomed the intention to further develop it using existing resources. He looked forward to receiving additional information on a range of related issues, including in the areas mentioned by the Advisory Committee.

81. The emergency created by Hurricane Sandy had demonstrated the importance of having a fully functional framework in place. He expressed gratitude for the efforts of Secretariat staff to handle that crisis and maintain the integrity of the United Nations complex. Nevertheless, some critical services had failed to function for several hours and there had been serious problems in communications with Member States' permanent missions in New York and with the broader public and the media. Lessons drawn from that experience should be taken into account in updating and improving the emergency management framework. He welcomed the decision to convene a senior-level task force to examine those issues and looked forward to hearing proposals to address the shortcomings identified.

The meeting rose at 12.20 p.m.